

Virgin Island Territorial Emergency Management Agency

The Virgin Islands Territorial Emergency Operations Plan



December 2016

Promulgation Document/Signature Page

Transmitted herewith is the Virgin Islands Territorial Emergency Operations Plan (TEOP) for the United States Virgin Islands and supersedes all previous formats and revisions. The purpose of the TEOP is to establish the overall framework within which all entities of Territorial government, non-governmental organizations, private sector, and our citizens will operate in an integrated and coordinated fashion before, during and after a disaster.

This plan is in accordance with existing federal and territorial statutes and understandings of the various departments involved. It will be reviewed and recertified periodically by the Director of the VITEMA. All recipients are requested to advise VITEMA of any and all changes which might result in its improvement or increase in its usefulness.

By virtue of the authority vested in me, by the United States Virgin Islands, I hereby promulgate and issue the Territorial Emergency Operations Plan as the official guidance of all concerned.

Approval and Implementation

Approved
Mona L. Barnes
Director

December 9, 2016
Date

Record of Changes

Date of Change(s)	Annex	Page(s)	Description of Changes(s)	Feedback provide by:	Change(s) made by:
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(TBP)

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Purpose, Scope, Situation, Assumptions

Purpose

The purpose of this plan is to establish guidelines for the Virgin Islands to use in an effort to reduce the potential for loss of life from a variety of natural and manmade incidents. The plan will help the USVI become better prepared when a disaster occurs by providing guidance on how Territorial government, Federal government, Nongovernmental organizations, and the private sector can conduct or support disaster response operations within the Territory.

Scope

1. Establishes the policies and procedures by which the Territory will coordinate Territory and Federal response to disasters impacting the U. S. Virgin Islands and its citizens.
2. Describes how the Territory will mobilize resources to guide and support preparedness, response, recovery, and mitigation activities.
3. Addresses the various types of emergencies likely to occur, from minor emergencies impacting a single district to major or catastrophic disasters affecting the entire territory.
4. Describes the responsibilities of Territorial agencies in executing effective response and recovery operations, and assigns specific functions and responsibilities to the appropriate Territorial agencies and organizations
5. Supports the National Incident Management System (NIMS) and the Incident Command System (ICS).

Situation Overview

Hazard and Threat Analysis Summary

1. Vulnerability Analysis (Demographics)
 - a. The U.S. Virgin Islands 2016 population is estimated to be just below 105,000 which is a decrease from 2010 census estimate of 106,405.
 - b. The following tourist information for 2015 is provided by the V.I. Bureau of Economic Research:
 - i. Cruise ship passenger arrivals: 1,878,847
 1. St. Thomas/St. John: 1,747,596
 2. St. Croix: 159,353
 - ii. Airline passenger arrivals: 764,174
 1. St. Thomas/St. John: 622,790
 2. St. Croix: 141,384

- c. The proximity of the large percentage of the Territory's residential population to the coastline combined with a huge tourist population creates the potential for a catastrophic loss of life and property due to an array of hazards.

2. Hazard Analysis

- a. The Territory conducted planning based on a hazard's relative frequency, potential severity, and historic information available.
- b. The Analysis identified hazards as posing a threat both immediate (e.g. - earthquake, hurricane, etc.) and long-term (e.g. - earthquake, tsunami, etc.). These hazards have the potential to disrupt day-to-day activities, cause extensive property damage, and create mass casualties.
- c. Given the ever-growing population and infrastructure expansion, the risk assessment and planning process for the Territory will remain a continuous program.
- d. Historically, the greatest risk is from natural hazards such as hurricanes, and earthquakes. However, the expansion of Water and Power Authority (WAPA) and the use of LPG) increases HAZMAT risks in the Territory.

3. Possible Natural and Man-Made Hazards Confronting the U.S. Virgin Islands

a. Earthquake

- The first recorded incident directly affecting the US Virgin Islands was in 1777, when a shock with an estimated intensity on the Modified Mercalli scale of IV-V was reported on St. Thomas.
- Over the next two hundred years, as many as 170 individual events were recorded but none have been of great consequence since 1867 when an earthquake estimated at MMI VIII on St. Thomas and VII-VIII on St. Croix as recorded. Since that time there have been no major events with the highest estimated intensity measured at MMI IV-V.
- Due to the moderate nature of these events and their non-destructive nature there has been no Federal disaster declaration for any of these occurrences.
- St. Thomas and St. John have hillsides that are susceptible to earthquake induced land sliding as a result of increased hillside development; removal of slope vegetation; and steeper man-made slopes.
- Other critical areas include the waterfront area of Charlotte Amalie, Christiansted, and Frederiksted that are built upon alluvial soils and various landfill making the areas prone to liquefaction.

• Earthquake Magnitude / Intensity Comparison:

PGA (in %g)	Magnitude (Richter)	Intensity (MMI)	Description (MMI)
<0.17	1.0 - 3.0	I	I. Not felt except by a very few under especially favorable conditions.
0.17 - 1.4	3.0 - 3.9	II - III	II. Felt only by a few persons at rest, especially on upper floors of buildings. III. Felt quite noticeably by persons indoors, especially on upper floors of buildings. Many people do not recognize it as an earthquake. Standing motor cars may rock lightly. Vibrations similar to the passing of a truck.
1.4 - 9.2	4.0 - 4.9	IV - V	IV. Felt indoors by many, outdoors by few during the day. At night, some awakened. Dishes, windows, doors disturbed; walls make cracking sound. Sensation like heavy ruck striking building. Standing motor cars rock noticeably. V. Felt by nearly everyone; many awakened. Some dishes, windows broken. Unstable objects overturned. Pendulum clocks may stop.
9.2 - 3.4	5.0 - 5.9	VI - VII	VI. Felt by all, many frightened. Some heavy furniture moved; a few instances of plaster. Damage slight. VII. Damage negligible in buildings of good design and construction; slight to moderate in well-built ordinary structures; considerable damage in poorly built or badly designed structures.
3.4 - 12.4	6.0 - 6.9	VIII - IX	VIII. Damage slight in specially designed structures; considerable damage in ordinary substantial buildings with partial collapse. Damage great in poorly built structures. Fall of columns, monuments, walls. Heavy furniture overturned. IX. Damage considerable in specially designed structures; well-designed frame structures thrown out of alignment. Damage great in substantial buildings, with partial collapse. Buildings shifted off foundations.
>12.4	7.0 and higher	VIII or higher	X. Some well-built wooden structures destroyed; most masonry and frame structures destroyed with foundations. Rails bent. XI. Few, if any (masonry) structures remain standing. Rails bent greatly. XII. Damage total. Lines of sight and level are distorted. Objects thrown into the air.

Source: Wald, D., et al., "Relationship between Peak Ground Acceleration, Peak Ground Motion and Modified Mercalli Intensity in California."

b. Hurricanes and Tropical Storms

- Densely populated coastal areas, especially during peak tourist seasons, coupled with the generally low coastal elevations, significantly increase the Territory's vulnerability (remain uniformed and add periods to these bullets as in the other sections.)
- The Atlantic Basin hurricane season officially extends from June 1 to November 30 while over the last 117 years, the US Virgin Islands has experienced hurricanes no earlier than July 7th and as late as November 23rd
- Peak hurricane activity occurs in September with half of the number of average annual storms occurring during that month
- Due to the relatively small geographical size of the Territory, any storm passing within a radius of 100 miles has the potential for causing damage
- Essentially there are no areas of the US Virgin Islands that are free from hurricane force winds
- According to the 2014 USVI Territorial Hazard Mitigation Plan, there is an estimated 5% chance of experiencing a Category 3 hurricane each year.
- Recent hurricanes that have impacted the territory
 - Hurricane Klaus (October 1984): caused moderate damage to roads and bridges, heavily damaged the Frederiksted Pier in St. Croix but caused significant flooding due to heavy rains that accompanied the storm
 - Hurricane Hugo (September 1989): passed directly over St. Croix as a Category 5 hurricane causing catastrophic damages. St. Thomas received substantial damage to public and private facilities.
 - Hurricane Marilyn (September 1995): resulted in 10 deaths and left thousands homeless damaging or destroying nearly all 12,000 homes on St. Thomas and 5,000 on St. Croix. The damages to the WAPA's electric distribution system were estimated at \$44 million. The storm also destroyed warehoused food stocks and damaged the only hospital on St. Thomas.
 - Hurricane Lenny (November 1999): tracked across the Caribbean from the west making landfall on the western coast of the St. Croix causing extensive storm surge damages.
 - Hurricane Omar (October 2008): St. Croix received a glancing blow from Omar causing knocked down trees, flooding and minor mudslides
- Saffir-Simpson Hurricane Wind Scale to categorize hurricane intensity utilizing sustained wind speed. Categories of Hurricanes are:
 - Category 1: Very dangerous winds, Winds: 74-95 mph

- Category 2: Extremely dangerous winds, Winds: 96-110 mph
- Category 3: Devastating Damage, Winds: 111-129 mph
- Category 4: Catastrophic Damage, Winds: 130-156 mph
- Category 5: Catastrophic Damage, Winds: Greater than 156 mph

c. Tsunami

- The most recent tsunamis affecting the United States Virgin Islands (USVI) and Puerto Rico have occurred in 1867, 1918 and 1946.
- Sources are defined as *local* (less than 25 minutes' travel time), *regional* (25 minutes to 2 hours) or *distant* (more than 2 hours travel time).
- Rough estimates of arrival times for tsunamis from potential source areas are as follows:
 1. Slope Slumping on Puerto Rico Northeast Slopes or in the Puerto Rico Trench – approximately 30 minutes for St. Thomas and St. John; about 40 minutes for St. Croix;
 2. Anegada Passage – approximately 15 minutes for St. Thomas, a little less for St. John, 20–25 minutes for St. Croix;
 3. Northwest Puerto Rico or Eastern Hispaniola Coasts – possibly 1 hour for St. Thomas, a little more for St. John, and approximately ten minutes more for St. Croix;
 4. Slope Collapse North Coast of Dominica – maybe 40 minutes for St. Croix, about 50 minutes for St. Thomas and St. John;
 5. Kick-'em-Jenny Submarine Volcano– 80 minutes for St. Croix, 95–100 minutes for St. Thomas and/or St. John;
 6. Lisbon, Portugal or Canary Islands – approximately 7 hours.
- It is very likely that a tsunami would eventually affect all coasts of the Territory no matter where the source area was located

d. Coastal and Riverine Flooding

- Tropical weather patterns combined with hurricane season weather and heavy fall seasonal increase chances for flooding.
- Use of undersized culverts where roads cross guts as witnessed in Dorethea in St. Thomas or Gallows Bay in St. Croix contribute to localized flooding.
- Lack of effective storm water management and consistent maintenance of facilities also contributes to localized flooding.
- Encroachments to the floodplain areas due to urban development.

e. Infectious Disease Outbreak or Other Public Health Emergency

- Infectious disease outbreaks or other public health emergencies may occur in the territory with little or no notice.
 - A large tourist flow through the territory may contribute to and spread disease outbreaks.
 - Infectious disease can present special requirements for disease surveillance, rapid delivery of vaccines, antibiotics, or antiviral drugs, allocation of limited medical resources and expansion of health care services to meet a surge in demand for care.
- f. Hazardous Materials
- WAPA's conversion to Liquefied Petroleum Gas (LPG) and large storage facilities on St. Thomas and St. Croix poses a risk of large scale damage and injury should the facilities suffer an accident or explosion.
- g. Terrorism
- While there have not been any successful acts of terrorism committed in the Territory, there are many critical and high-profile facilities as well as a high concentration of tourists that would be attractive venues for terrorist activity making the Territory inherently vulnerable to a variety of terrorist methods.

Capability Assessment

1. Earthquake

a. Capabilities

i. Protection

1. VITEMA conducts multiple outreach initiatives and training annually with governmental and non-governmental agencies. VITEMA host and participate in the training/exercises held by multiple partners.
 - a. "The Great ShakeOut" earthquake drills are conducted annually for people in homes, schools, and organizations to practice what to do during earthquakes, and to improve preparedness.
 - b. Territorial agencies and ESFs will participate in earthquake planning and training, including full participation and attendance at scheduled tabletops, exercises and meetings.

ii. Response

1. Implementation of VI Alert and Integrated Public Alert and Warning System (IPAWS)
2. (*TBP*)

iii. Recovery (*TBP*)

b. Limitations

- i. Capability to support any significant number of cruise ship passengers that disembark in the Territory.
- ii. Capability to support a significant number of response personnel and equipment from outside the Territory.
- iii. The Territory does not possess any Heavy Search and Rescue teams or equipment
- iv. Equipment and personnel from VI Fire Service, EMS, and Rescue to support a mass casualty event
- v. Personnel and equipment capabilities for harbor clearing operations
- vi. Process for deputizing federal law enforcement (ESF-13) personnel to perform law enforcement duties in the territory in support of emergency response operations.

2. Hurricane and Tropical Storms

a. Capabilities

i. Protection

1. VITEMA conducts multiple outreach initiatives and training annually with governmental and non-governmental agencies.
 - a. Territorial agencies and ESFs will participate in hurricane planning and training, including full participation and attendance at scheduled tabletops, exercises and meetings.

2. Building Permits

- a. The Department of Planning and Natural Resources Division of Building Permits will enforce and regulate the local and national building codes and regulations.
 - i. The Division will inspect all construction activity throughout the Territory to ensure minimum local and national building code compliance. The codes enforced are Title 29 of the Virgin Islands Code, the International Building Code, the International Residential Code, International Mechanical Code, International Energy Conservation Code, the National Electrical Code and the Uniform Plumbing Code.
- b. The Commissioner of DPNR is responsible for providing pre-hurricane public service announcements.

ii. Response

1. Implementation of VI Alert and IPAWS.

- iii. Recovery

- 1. The Commissioner of DPNR will provide post- disaster public service announcements advising of the following:
 - a. Location of emergency drinking water supplies
 - b. Water disinfection techniques
 - 2. (*TBP*)

- b. Limitations

- i. Capability to support a significant number of response personnel and equipment from outside the Territory
 - ii. The Territory does not possess any Heavy Search and Rescue teams or equipment
 - iii. Personnel and equipment capabilities for harbor clearing operations
 - iv. Equipment and personnel from VI Fire Service, EMS, and Rescue to support a mass casualty event
 - v. Process for deputizing federal law enforcement (ESF-13) personnel to perform law enforcement duties in the territory in support of emergency response operations.

- 3. Tsunami

- a. Capabilities

- i. Protection

- 1. Identified evacuation routes and installed evacuation route signs.
 - 2. Territory conducts annual tsunami preparedness week activities and participates in the annual CARIBE WAVE exercise.

- ii. Response

- 1. Installed tsunami warning sirens throughout the territory.
 - 2. Implementation of VI Alert and IPAWS.

- iii. Recovery (*TBP*)

- b. Limitations

- i. Capability to support any significant number of cruise ship passengers that disembark on St. Thomas.
 - ii. Capability to support a significant number of response personnel and equipment from outside the territory on St. Thomas.
 - iii. The Territory does not possess any Heavy Search and Rescue teams or equipment.
 - iv. Personnel and equipment capabilities for harbor clearing operations.
 - v. Equipment and personnel from VI Fire Service, EMS, and Rescue to support a mass casualty event.
 - vi. Process for deputizing federal law enforcement (ESF-13) personnel to perform law enforcement duties in the territory in support of emergency

- response operations.
- 4. Coastal and Riverine Flooding
 - a. Capabilities
 - i. Prevention (*TBP*)
 - ii. Protection (*TBP*)
 - iii. Response
 - 1. Implementation of VI Alert and IPAWS.
 - iv. Recovery (*TBP*)
 - b. Limitations (*TBP*)
- 5. Infectious Disease Outbreak or Other Public Health Emergency
 - a. Capabilities
 - i. Prevention (*TBP*)
 - ii. Protection (*TBP*)
 - iii. Response
 - 1. Implementation of VI Alert and IPAWS
 - iv. Recovery (*TBP*)
 - b. Limitations
 - i. Equipped and staffed ambulances
 - ii. Average daily available hospital bed space
 - iii. Lack of portable medical facilities
 - iv. Limited treatment capability
- 6. Hazardous Materials (HAZMAT)
 - a. Capabilities
 - i. Prevention (*TBP*)
 - ii. Protection (*TBP*)
 - iii. Response
 - 1. Implementation of VI Alert and IPAWS
 - 2. 23rd Weapons of Mass Destruction - Civil Support Team (WMD-CST) capable of providing detection, presumptive analysis and monitoring of an incident
 - iv. Recovery (*TBP*)
 - b. Limitations
 - i. Fully trained or equipped HAZMAT response teams.

7. Terrorism

a. Capabilities

i. Prevention

1. Functioning and engaged Fusion center

ii. Protection (*TBP*)

iii. Response

1. Implementation of VI Alert and IPAWS
- 2.

iv. Recovery (*TBP*)

b. Limitations

- i. While the territory does possess explosive disposal equipment it does not have a trained and functioning Explosive Ordinance Disposal unit
- ii. Each district lacks a Mobile Field Force (Crowd Control Teams)
- iii. Capability to support any significant number of cruise ship passengers that disembark on St. Thomas in addition to island residents and tourists traveling by air.
- iv. Process for deputizing federal law enforcement (ESF-13) personnel to perform law enforcement duties in the territory in support of emergency response operations.

Planning Assumptions

1. A disaster may:
 - a. Occur at any time with little or no warning,
 - b. Be the result of any number of (single or multiple) hazards or threats,
 - c. Involve both districts simultaneously,
 - d. Result in fatalities, casualties, property loss, displaced persons, disruption of life-support systems, disruption of essential services and damage to infrastructure,
 - e. Require significant information-sharing across agencies and between the public and private sectors,
 - f. May overwhelm first responders, territorial agencies, and federal government agencies,
 - g. Require prolonged, sustained response operations and support activities,
 - h. Attract a sizeable influx of volunteers and donations.
2. Private and volunteer organizations can provide disaster assistance not normally available from the government.

3. The public expects the local government keep them informed and provide disaster assistance.
4. Individuals and organizations with responsibilities identified in the TEOP or supporting plans are trained and prepared to perform duties.
5. Territory residents, businesses, and other organizations need to be prepared to be self-sufficient for a minimum of three days following a disaster.
6. The territory may be unable to satisfy all requests for assistance during a disaster.
7. Disasters could overwhelm territory resources and disrupt government functions.
8. Widespread power and communications outages may require alternate methods of providing public information and delivering essential services.
9. Local first responders may be among those affected and unable to perform their duties.
10. A detailed and credible common operating picture will not be achievable for 24-48 hours (or longer) after the incident as a result of damage to communication and electrical providers.
11. Federal response resources are not likely to provide significant lifesaving or life-sustaining capabilities until at least 72 hours after the event.
12. A catastrophic incident will produce environmental impacts that severely challenge the ability and capacity of the territory to achieve a timely recovery.
13. Existing health care systems in the impacted area will quickly overwhelmed, requiring evacuation of existing patients from these facilities to accommodate increased patient workload if the facility remains operational.
14. There will be significant issues regarding environmental health and public health needs, including mental health, in the aftermath of a catastrophic event.
15. Large numbers of people will be left temporarily or permanently homeless and may require prolonged temporary housing.
16. Some displaced people will require specialized attention, healthcare assistance, and assistance with activities of daily living based on their special needs.
17. A large number of household pets and service animals will require appropriate care, sheltering, medical attention, and transportation.
18. Priority during a catastrophic incident response will be to life saving operations which will result in larger numbers of casualties and/or displaced persons.

Concept of Operations

A. General

1. This Plan and its Annexes and Attachments support the National Response Framework (NRF).
2. All actions and responses within this TEOP and its supporting Annexes will be in accordance with the National Incident Management System (NIMS).

3. The ICS is the standard for on-scene emergency management throughout U. S. Virgin Islands.
4. Each Emergency Support Function (ESF) Lead and Support agency will integrate the principles of NIMS and Incident Command (ICS) into their respective ESF agency planning and response operations, and ensure their personnel are trained on the principles of both NIMS and ICS.
5. This plan is supported by Territory, and Federal organizational levels of Emergency Management.
6. Preparedness, response, recovery, and mitigation are general responsibilities of all levels of government working together to provide a system to meet the needs of the public.
7. Emergency operations will be initiated at the lowest level able to effectively respond to the situation.

B. Plan Activation

1. The TEOP is normally activated in response to emergency or disaster events. However, VITEMA maintains an active approach to Preparedness, Response, Recovery and Mitigation at all times.
2. This plan can be activated under the following conditions.
 - a. Territorial response to one of the following events.
 - i. Earthquake of 6.0 magnitude or greater
 - ii. Category 3 or greater hurricane
 - iii. Weapons of Mass Destruction (WMD) event
 - iv. HAZMAT spill requiring mass evacuations or causing mass casualties
 - v. Pandemic influenza outbreak
 - vi. Large airplane crash
 - vii. Tsunami warning
 - b. The full activation of the TEOP, to include Response and Recovery, occurs under the following conditions:
 - i. State of Emergency
 1. When an emergency or disaster has occurred or is imminent, the Governor may issue an Executive Order proclaiming a State of Emergency or activate the emergency response, recovery and mitigation.
 2. A State Executive Order is required for the deployment and use of Territorial personnel, supplies, equipment, materials and/or facilities.
 3. VITEMA will provide recommendations to the Governor and assist in formulating the Executive Order.
 - ii. The Governor or his/her designee may execute the TEOP to support local situations when local resources are not adequate to sustain an effective

response operation or when a significant Territorial presence is required for immediate assistance.

- iii. If disaster threatens prior to the ability of the Governor to issue an Executive Order proclaiming a State of Emergency, the VITEMA Director is authorized to activate the Plan and implement any emergency response actions necessary for the immediate protection of life and property.

C. Territorial Declaration of Emergency Process

1. The Stafford Act (§401) requires that: "All requests for a declaration by the President that a major disaster exists shall be made by the Governor of the affected State [Territory]."
2. The Governor's request is made through the regional FEMA office. State and Federal officials conduct a preliminary damage assessment (PDA) to estimate the extent of the disaster and its impact on individuals and public facilities. This information is included in the Governor's request to show that the disaster is of such severity and magnitude that effective response is beyond the capabilities of the State and the local governments and that Federal assistance is necessary. Normally, the PDA is completed prior to the submission of the Governor's request. However, when an obviously severe or catastrophic event occurs, the Governor's request may be submitted prior to the PDA. Nonetheless, the Governor must still make the request.
3. As part of the request, the Governor must take appropriate action under Territorial law and direct execution of this TEOP. The Governor shall furnish information on the nature and amount of local resources that have been or will be committed to alleviating the results of the disaster, provide an estimate of the amount and severity of damage and the impact on the private and public sector, and provide an estimate of the type and amount of assistance needed under the Stafford Act. In addition, the Governor will need to certify that, for the current disaster local government obligations and expenditures (of which State commitments must be a significant proportion) will comply with all applicable cost-sharing requirements.
4. Based on the Governor's request, the President may declare that a major disaster or emergency exists, thus activating an array of Federal programs to assist in the response and recovery effort. Not all programs, however, are activated for every disaster. The determination of which programs are activated is based on the needs found during damage assessment and any subsequent information that may be discovered.

D. Evacuations

1. Evacuation is the controlled movement and relocation of persons and property necessitated by the threat of a natural, technological, or man-made disaster.
2. The evacuation of large numbers of people from vulnerable areas will stress the limited capabilities of the territory's road network.
3. Emergency conditions and situations that may require evacuation include:
 - a. Hurricanes – Designated coastal and inland evacuation zones, coastal areas, beachfront properties, and low-lying areas around streams

- b. Tsunami - Designated coastal and inland evacuation zones, coastal areas, beachfront properties, and low-lying areas around streams
 - c. Hazardous Materials Incidents - Populated areas throughout the Territory
 - d. Floods - Inundation areas and low-lying areas around rivers and streams
 - e. Earthquakes - Populated areas throughout the Territory
 - f. Weapons of Mass Destruction Incidents - Targeted “downwind” populated areas throughout the Territory
4. During an evacuation, the Governor, acting under the authority of Title 23, Chapter 10, Subchapter 1 may direct and compel all citizens to leave the affected area.
- i. The Governor may prescribe routes, modes of transportation and destinations in connection with an evacuation.
 - ii. In the event a threat is posed to population centers, local officials or the Governor may recommend those citizens who feel threatened leave the vulnerable area.
 - iii. The Territory will open selected shelters.
 - iv. VITEMA will coordinate with affected districts, appropriate Territorial agencies, Federal agencies, and appropriate private sector sources in developing an evacuation recommendation for the Governor
 - v. VITEMA will notify the Governor and make recommendations as required.

Organization and Assignment of Responsibilities

A. General

- 1. Most Territorial agencies have emergency functions to perform in addition to their normal duties (See Table 1 – Emergency Support Functions Responsibilities Assignments).
- 2. Each agency is responsible for developing and maintaining emergency management procedures in accordance with the direction and guidance given in this Plan.
- 3. Specific responsibilities are outlined in the separate Annexes of this Plan.
- 4. Responsibilities of certain organizations not part of State government are also addressed in the appropriate Annexes.

B. Virgin Islands Emergency Management and Homeland Security Council (VIEMHS)

- 1. Created through Act 7074, the Emergency Management Act of 2009, and is composed of the following personnel
 - i. VITEMA Director who serves as Chairman
 - ii. Attorney General of the Virgin Islands

- iii. Adjutant General of the Virgin Islands National Guard
 - iv. Executive directors of the following semiautonomous agencies, instrumentalities or public corporations of the Government:
 - 1. Government Employees Retirement System
 - 2. Juan F. Luis Hospital
 - 3. Schneider Regional Medical Center
 - 4. University of the Virgin Islands
 - 5. Virgin Islands Economic Development Authority
 - 6. Department of Human Services
 - 7. Department of Health
 - 8. Virgin Islands Housing Finance Authority
 - 9. Virgin Islands Port Authority
 - 10. Virgin Islands Public Finance Authority
 - 11. Virgin Islands Public Service Commission
 - 12. Virgin Islands Waste Management Authority
 - 13. Virgin Islands Water and Power Authority
 - 14. West Indian Company Ltd.
 - 15. Other private sector or non-governmental organizations The Governor in consultation with the VITEMA Director deem appropriate
2. The role and responsibilities of the VIEMHS Council are to:
- i. Plan and coordinate the federal and territorial emergency management programs with FEMA and any other federal or territorial agencies or other appropriate public or private entities.
 - ii. Assist the Territorial Coordinating Officer in responding to the Federal Coordinating Officer or other appropriate federal agents or officers, in the event the President approves a request from the Governor for an emergency declaration or major disaster declaration;
 - iii. Provide goals and objectives to the VITEMA Director for implementing the TEOP;
 - iv. Work with the VITEMA Director and all other government agencies, to establish standards for the operations and activities of the Government related to homeland security efforts.
 - v. Each entity made a member of the EMHS Council must designate an Emergency Support Function (“ESF”) point-of-contact and notify the VITEMA Director of the person’s name and telephone number.
 - vi. The person designated to serve as an ESF POC cannot be the person

designated to serve on the EMHS Council.

- vii. The person designated as the ESF POC shall be responsible to coordinate the respective entity's policies and resources as required by the TEOP.
- viii. The head of each entity on the EMHS Council shall give written authority to the ESF POC enabling that person to obtain and provide the support specific in the TEOP and provide a copy of the written authority to the VITEMA Director.

C. Territorial Agency Responsibilities

1. General

- i. Appoint a department or agency Emergency Support Coordinator (ESC), and alternate, to support operations as assigned in this Plan.
 - ii. ESCs will prepare and maintain assigned operational Annexes of this Plan and will develop SOPs appropriate to the agency execution of this function.
 - iii. ESCs will have the authority to commit agency resources and expedite program operations in the provision and coordination of emergency services.
- 2. Develop and maintain internal SOPs for the execution of primary functions in accordance with this plan.
 - 3. Assign personnel to support Emergency Operations Center (EOC) operations in St. Thomas, St. Croix, and St. John.
 - 4. Mobilize and use allocated and available resources to meet emergency or disaster requirements.
 - 5. Maintain a capability for the emergency procurement of supplies and equipment required and not otherwise available.
 - 6. Provide training as appropriate to personnel assigned to execute respective emergency functions in this Plan.
 - 7. Support the Emergency Management Assistance Compact (EMAC) by ensuring lead and support ESF agencies are trained on EMAC responsibilities, to include pre-identifying assets, needs and resources that may be allocated to support other states, and documenting related information into WebEOC.
 - 8. Identify and provide a Liaison Officer for each Agency requested EMAC Request to facilitate arrival and onward movement of EMAC support at the appropriate Staging Areas.
 - 9. Maintain a 24-hour response team capability.
 - 10. Assist Federal representatives in providing emergency response or disaster assistance within the affected areas.
 - 11. Conduct workshops and seminars as necessary to provide information regarding new equipment and operating procedures for all governmental, service organizations and volunteer personnel participating in the implementation of assigned function.
 - 12. Provide all agency/department employees appropriate training to assure an awareness

of the hazardous threats common to the territory and the overall Territorial Emergency Management program.

13. Review this plan annually and update assigned annexes and SOPs to meet current department policy and organization.
14. Maintain current internal notification/recall rosters and communications systems.
15. Participate in tests and exercises to evaluate this plan.

D. VITEMA Responsibilities

1. Preparedness

- i. Prepare for emergencies and disasters by conducting comprehensive assessments of the threats to the Territory and update the TEOP as required.
- ii. Establish procedures for the maintenance, distribution, and publication of this Plan.
- iii. Maintain a 24 hour a day capability to warn the public of emergencies or impending disasters.
- iv. Promote awareness, education and preparedness programs designed to reach all citizens.
- v. Identify and maintain resources available for response.
- vi. Establish and maintain mutual aid agreements with Federal agencies and other States.
- vii. Encourage mutual aid agreements with private industry.
- viii. Provide technical and planning assistance to Territorial agencies upon request.
- ix. Establish and conduct an emergency preparedness exercise and training program to test and evaluate Territorial plans to maintain a high standard of preparedness.
- x. Establish an appropriate level of operational readiness.
- xi. Initiate actions deemed necessary for effective implementation of this plan.
- xii. Maintain surveillance of potentially threatening conditions to and in the Territory and direct appropriate warning and response actions.

2. Response

- i. Activate and operate the EOCs to a level appropriate to the magnitude of the threat when an event or potential event is first detected. See Annex 5 (Emergency Management) and the EOC SOP for Organization and Duties.
- ii. Advise the Governor, Territorial agencies, and necessary Federal agencies of severity and magnitude of the emergency/disaster situation.
- iii. Manage the Territory's response effort.
- iv. Coordinate execution of the various Annexes of this Plan with the emergency activities of Territorial government, private agencies and organizations, and

the Federal government.

- v. Upon declaration of a State of Emergency, provide public information through ESF-15 (Public Information) who will, in coordination with the Governor's PIO, conduct public information briefings, news releases and coordinate all emergency information generated by State agencies and departments.
- vi. Initiate and Coordinate Federal Requests
 - 1. Upon occurrence of an emergency or disaster clearly beyond the capabilities and resources of the Territory the Governor may request assistance from the Federal government.
 - 2. If the disaster is of major or catastrophic classification, VITEMA will contact FEMA Region II to request a FEMA Liaison or alert them the Governor may submit a formal request for Federal assistance.
 - 3. Upon request from the VITEMA Director, FEMA, Region II CAD will dispatch a representative to the EOC to coordinate with the Director of the VITEMA, and to provide assistance in accordance with the NRF, as appropriate.
- vii. Document the resources and personnel used by responding Territorial agencies from the onset of the incident throughout the Recovery Phase.

3. Recovery

- i. Begin initial planning for recovery before an emergency event impacts the territory.
- ii. Coordinate implementation of recovery programs while districts are implementing response actions to protect public health and safety. Recovery activities include the development, coordination, and execution of service and site restoration plans for impacted communities and the reconstitution of government operations and services through individual, private sector, non-governmental, and public assistance programs.

4. Mitigation

- i. Maintain and review the Territorial Hazard Mitigation Plan annually, and update every five years.
 - 1. The Territorial Hazard Mitigation Plan serves as the Territory's operational and programmatic guidance to promote the nationally-based goals and objectives of the "National Mitigation Strategy," as coordinated by FEMA.
 - 2. Mitigation measures may be implemented prior to, during, or after an incident.
- ii. Implement The Territorial Hazard Mitigation Plan.
- iii. Develop and implement programs designed to avoid, reduce and mitigate the effects of hazards through the development and enforcement of policies standards and regulations.

- iv. Promote mitigation efforts in the private sector by emphasizing business recovery plans and Continuity of Operations Plans (COOP).

E. Whole of Community Responsibilities

1. Reducing hazards in and around their homes. By taking simple actions, such as raising utilities above flood level or taking in unanchored objects during high winds, people can reduce the amount of damage caused by an incident.
2. Preparing an emergency supply kit and household emergency plan. By developing a household emergency plan and assembling disaster supplies in advance of an event, people can take care of themselves until assistance arrives. This includes supplies for household pets and service animals. See the recommended disaster supplies list at <http://www.vitema.gov> and <http://www.ready.gov>.
3. Monitoring emergency communications carefully. Throughout an emergency, critical information and direction will be released to the public via various media. By carefully following the directions provided, residents can reduce their risk of injury, keep emergency routes open to response personnel, and reduce demands on landline and cellular communication.
4. Volunteering with an established organization. Organizations and agencies with a role in response and recovery are always seeking hardworking, dedicated volunteers. By volunteering with an established voluntary agency, individuals and households become part of the emergency management system and ensure that their efforts are directed where they are needed most.
5. Enrolling in emergency response training courses. Emergency response training, whether basic first aid through the American Red Cross or a more complex course through a local college, will enable residents to take initial response actions required to take care of themselves and their households, thus allowing first responders to focus on higher priority tasks that affect the entire community.

F. Voluntary Organization Active in Disaster (VOAD):

1. Helps coordinate the Volunteer Management Plan and communicates within the Volunteer Donations Management Team (VDMT) to match volunteer's skills, ability and interests with the ongoing labor needs of all ESF operations.
2. Collaborates among VI VOAD member organizations to accept unaffiliated volunteers who were successfully processed and found capable of contributing to the mission of the organization.
3. Monitors the Intake Process for unaffiliated volunteers and monitors the overall management of volunteers during disaster.
4. Collaborates and helps coordinate the Donations Management Plan to support all ESFs
 - i. Monitors the flow and distribution through the equitable distribution system and reports interruptions or inconsistencies to the VDCT Coordinator
5. Daily Reports

- i. Helps volunteer and community organization representatives complete and submit their daily reports to the VDMT. Those reports contain information the Territorial Government needs to substantiate the eligible number of man-hours, supplies and materials the Territory has contributed to the disaster effort. Ultimately, the Territorial Government may receive reimbursement from the Department of Homeland Security Public Assistance Program
6. Communicates the need for volunteers with civic associations such as:
 - i. Rotary clubs and other civic groups, e.g. Lions, American Legion, CERT, etc.
 - ii. Animal-related organizations, e.g. Humane Society, Animal Shelter, etc.
 - iii. Churches, synagogues, mosques, and interfaith groups may provide:
 1. Volunteers
 2. Emotional and spiritual counseling
 3. Showers
 4. Short-term emergency housing
7. Develops, trains, and exercises the unaffiliated volunteers and goods and materials support program.
8. Establishes partnerships for coordination purposes with all community organizations active in disaster.
9. Helps voluntary organizations develop their own emergency preparedness plans including a system for badging or identifying volunteers.
10. Encourages member organizations to inventory their facilities, equipment and personnel.

G. Private Sector Responsibilities:

1. Planning for the protection of employees, infrastructure, and facilities.
2. Planning for the protection of information and the continuity of business operations.
3. Planning for responding to and recovering from incidents that impact their own infrastructure and facilities.
4. Working with VITEMA staff before an incident occurs to determine what assistance the Territory may need and what resources the Private Sector could provide.
5. Developing and exercising emergency plans before an incident occurs.
6. Where appropriate, establishing mutual aid and assistance agreements to provide specific response capabilities.
7. Providing assistance (including volunteers) to support local emergency management and public awareness during response and throughout the recovery process.

H. Federal Responsibilities

1. The NRF outlines Federal Emergency Management responsibilities.

2. Preparedness

- i. Develop plans and procedures detailing how the Federal Government will assist States and territories in response to all levels of disasters.
- ii. Through FEMA, maintain a regionally based system to expedite the flow of information and response to emergencies.
 1. The NRF provides guidance in preparation for Federal assistance to the States.

3. Response

1. Provide Federal assistance as directed by the President of the United States under the coordination of FEMA and DHS, and in accordance with federal emergency plans.
2. Identify and coordinate provision of assistance under other Federal statutory authorities.
3. Supplement Territorial efforts by providing Federal assistance under governing secretarial or statutory authorities.
4. Establish direct liaison between the Federal ESFs and their corresponding Territorial ESFs.
 - a. Through the NRF guidance, the Federal government provides assistance through its 15 designated ESFs (ESFs 1-15) in liaison with the Territory's ESFs 1-15.
5. Establish direct coordination with the Territory through a Federal Coordinating Officer (FCO) and/or a Principal Federal Official (PFO).
 - a. In most disaster response situations (i.e. – situations covered the Stafford Act), the President will appoint a FCO to coordinate overall Federal incident management and assistance.
 - b. In other situations (i.e. - situations not covered the Stafford Act) to The Secretary of Homeland Security may appoint a PFO to coordinate overall Federal incident management and assistance. The Secretary of Homeland Security has currently retained that authority and is the PFO.
6. Assist in development, review and process of the Governor's request for a Presidential Disaster Declaration.
 - a. Such a declaration makes available a series of Federal disaster assistance programs to aid the Territory in its recovery from a disaster situation.
 - b. The basis for the declaration is the determination by the President that the disaster is of such severity and magnitude that response is beyond Territorial capabilities.
7. To the extent that public law provides, channel Federal assistance

through and coordinated with the Governor or the designated authorized representative.

8. Provide emergency response on federally owned or controlled property, such as military installations and federal prisons.
9. Provide assistance to the Territorial government in response to and recovery from a commercial radiological incident consistent with guidelines as established in the current Federal Radiological Emergency Response Plan and the NRF.
10. Coordinate the provision of non-radiological Federal resources and assistance to the Territory through FEMA.

4. Recovery

1. Initiate the Federal emergency recovery process which occurs when the President of the United States issues a Presidential Disaster Declaration.
2. Assist the Territory in conducting Recovery operations.
3. Reimburse response and recovery claims using the authority of the FCO as authorized by the Stafford Act.
 - a. Upon declaration of a major disaster, Federal assistance to disaster victims may become available from three program areas:
 - i. Individual Assistance
 - ii. Public Assistance
 - iii. Hazard Mitigation
 - b. The administration of these programs is coordinated through a joint Federal/Territory effort in a Joint Field Office (JFO).
 - c. Federal Individual and Public Assistance programs will be administered in accordance with the administrative plans submitted to FEMA post-event.

5. Mitigation

1. Coordinate with the Territorial Hazard Mitigation Officer Federal mitigation programs for the Territory.
2. These programs include National Flood Insurance Program, Hazard Mitigation Grant Program and Severe Repetitive Loss and others.

I. CIKR protection and restoration *(TBP)*

J. EMAC

1. The Territory is a signatory of the Emergency Management Assistance Compact (EMAC) that provides for mutual assistance (people, equipment, skills, etc) between participating member States in managing any emergency or disaster that is duly declared by the Governor(s) of the affected state(s).
2. The assisting state will receive approval from its Governor before providing assistance. The requesting state will reimburse the assisting State for the cost of response.
3. Normally an Advance Team (A-Team) from an unaffected member state will deploy to the requesting State to assist in interstate coordination. Depending on the extent of the disaster, A-teams may also operate from the FEMA Regional Operations Center (ROC) and/or FEMA headquarters in conjunction with FEMA's Emergency Support Team (EST).
4. Procedures for implementing the Compact are found in the Emergency Management Assistance Compact: Guidebook and Operating Procedures (April 2007) published by the National Emergency Management Association.

K. NIMS types resources *(TBP)*

L. Mutual aid agreements. Copies of approved mutual aid agreements are listed in Attachment B – Memorandums of Understanding.

Direction, Control, and Coordination

A. General

- a. The procedures outlined in this section reflect the standard processes the Territory will follow in response to an incident.
- b. There may instances where an incident is of such magnitude that the Governor or Director of VITEMA will have to modify the direction, control, and coordination processes outlined here. If that is necessary, the changes processes will be disseminated by the most practical means possible at the time.

B. Direction

- a. Direction and control of a Territorial emergency resides with the Director of VITEMA.
- b. The Director of VITEMA will coordinate all Territorial agencies mobilized pursuant to this plan.

C. Control

- a. In accordance with the Incident Command System (ICS) the senior on-scene official of the first responding agency (VIFS, VIPD, or EMS) to arrive at the incident will assume command and organize the response.

- b. The Incident Commander (IC) can be from a district unit of government or from a Territorial or Federal agency, as long as he/she has the expertise, capability, and authority. The IC may change as the incident progresses.
- c. The Incident Commander has tactical control of personnel and equipment resources employed at the incident site.
- d. The Incident Commander is the only authority who may authorize the release of any resources. No resources may leave the incident until authorized to do so.
- e. The Emergency Operations Center (EOC) has operational control of personnel and equipment resources of their island.
- f. The Territorial EOC has strategic control of personnel and equipment resources supporting the territory.

D. EOC Operations

- a. VITEMA operates EOCs in the following locations
 - i. St. Croix
 - ii. St. John
 - iii. St. Thomas
- b. EOC operations are covered in the VITEMA Emergency Operations Center Standard Operating Procedures (SOP) document.
- c. Coordination between EOCs
 - i. Due to St. John's limited resources the island will need to coordinate with the St. Thomas EOC for support
 - ii. Each EOC needs to share information with and have situational awareness of operations in the other two.
- d. Activation of one or more EOCs will take place under one or more of the following conditions
 - i. Whenever the TEOP is activated
 - ii. Receipt of a tsunami warning
 - iii. The territory is struck by a 6.0 or above earthquake
 - iv. As directed by the Governor or VITEMA Director or their successors in the event they are incapacitated or off island.

E. Succession of Authority

- a. Continuity of government and direction of ESFs are essential during emergency operations. Table 2 lists the lines of succession for each ESF to ensure availability of a service coordinator/head for each area. Permanent replacements shall be made as required or authorized by law.
- b. Decision-making authority for the Executive Branch and each Territory office with primary ESF responsibilities is listed in descending order. The pre-delegated

authorities will assume control when the primary decision maker is not available at time of emergency.

Information Collection, Analysis, and Dissemination

A. Collection

- a. Essential Elements of Information. The following is a baseline list of Essential Elements of Information (EEI) needed for response operations. This list can be modified based on the situation. Updated EEIs will be included in the Incident Action Plans.
 - i. Critical facilities including determining the status of police and fire stations, medical providers, water and sewage treatment facilities, and media outlets.
 - ii. Communications
 1. Status of telecommunications service (including internet and infrastructure, including towers)
 2. Reliability of cellular service in affected area
 3. Potential requirements for radio/satellite communications capability
 4. Status of emergency broadcast (TV, radio, cable) system and ability to disseminate information
 - iii. Transportation
 1. Status of airports
 2. Status of major/primary roads
 3. Status of ports
 4. Status of evacuation routes
 5. Status of public transit systems
 6. Status of pipelines
 7. Accessibility to most severely impacted areas
 8. Debris on major roadways
 - iv. Damage Assessment/Critical Infrastructure
 1. Damaged/destroyed transportation corridors especially along priority routes
 2. Damaged public works assets in the local jurisdiction
 3. Status of potable and non-potable water and sewage treatment plants/distribution systems
 4. Status of power/power generation (generators) to critical infrastructure

v. Fire/Hazardous Materials

1. Extent of fires
2. Potential for (or extent of) flooding
3. Number/estimate of collapsed structures potentially requiring Urban S&R
4. Actual or potential for release of hazardous materials
5. Actual or potential radiological incidents
6. Affected locations and what these contain
7. Actions being taken under the National Contingency Plan (NCP) if any
8. Personal safety issues
9. Public health concerns
10. Damaged fire assets in the local jurisdiction.
11. Status of the water supply in the area.

vi. Mass Care

1. Estimated population affected
2. Number of shelters open/population
3. Potential unmet shelter requirements
4. Number of homes affected (destroyed, damaged)
5. Percentage of banks functioning
6. Percentage of grocery stores open and able to meet the needs of the public
7. Percentage of pharmacies open and able to meet the needs of the public
8. Population of impacted areas
9. Demographic breakdown of population including income levels, information on elderly and children
10. Number/type of housing units in impacted areas
11. Level of insurance coverage
12. Unemployment levels
13. Foreign languages spoken within greater than 1 percent of the population

vii. Medical Support and Public Health

1. Damage to hospitals
2. Damage to congregate care

3. Damage to EMS
 4. Casualties and fatalities
 5. Bed poll (EMSystems)
 6. Morgue infrastructure
 7. Health communications capabilities
 8. Status of medical supplies
- viii. Search and Rescue
1. Number of buildings searched
 2. Number of rescued individuals
 3. Where victims were taken
 4. Number of fatalities
 5. Number of rescued companion animals
- ix. Energy
1. Status of electrical generating facilities
 2. Status of the transmission grid
 3. Status of the distribution grid
 4. Population without electric power
 5. Status of natural gas transmission facilities
 6. Status of the distribution pipeline
 7. Population without natural gas
 8. Status of gasoline and oil distribution systems
 9. Establishment of power restoration priorities with Unified Coordination Group (UCG)
- x. Law Enforcement and Public Safety
1. Location of access points
 2. Credentials needed to enter
 3. Best routes to approach the disaster area
 4. Status of police facilities
 5. Status of correctional facilities
- xi. External Affairs
1. Status of emergency broadcast (TV, radio, cable) system and ability to disseminate information
 2. Status of external affairs in the local EOC

3. Foreign languages spoken within greater than 1 percent of the population

B. Dissemination

- a. Providing emergency information to the public and all levels of government is essential to avoid or minimize loss of life and property if a disaster is imminent or has occurred.
- b. Warnings
 - i. VITEMA will coordinate with all appropriate departments/agencies and organizations to ensure timely warning readiness in case of a disaster or emergency.
 - ii. VITEMA will maintain and test alternate warning systems for use in the event the existing primary system is damaged and rendered inoperable.
 - iii. The TEOC or VITEMA will notify the EOCs, FEMA Region II, and other Emergency Management organizations whenever the potential for an emergency exists.
 - iv. In the event of an imminent or actual disaster, VITEMA will initiate actions to warn districts and other Territorial agencies by all means necessary.
 - v. A variety of warning systems are available for use during emergency operations.
 1. VITEMA will receive Weather Advisories from the National Weather Service (NWS) using the National Warning System (NAWAS) and other electronic means. VITEMA will forward weather advisories throughout State and local communications networks to alert local governments to conditions.
 2. The Emergency Notification System is primarily used by emergency management, public safety and public health organizations to contact either a localized segment of the public, threatened populations, or specialized groups, such as hospitals and response teams.

C. Public Information Dissemination

- a. See External Affairs for All Hazards Standard Operating Procedures ESF-15
- b. Upon the Declaration of a State of Emergency by the Governor, ESF-15 (Public Information) will be the primary coordinating element in the dissemination of public information during emergency and disaster operations.
- c. ESF-15 (Public Information) will release territorial government news releases to the media territory wide and to national and international media as appropriate, with priority consideration given to the medium that can most effectively communicate with the at-risk population.
- d. Processes to disseminate information of public interest will follow established Public Information channels [Radio, television (both broadcast and cable), print, news

release, social media, and live interviews].

D. Coordination

- a. The Planning Section of each EOC will work with the Fusion Center representative for information collection, analysis, and dissemination requirements.

Communications

A. General

1. ESF 15, through the joint information system, will ensure that disaster and emergency information to USVI residents and visitors will be clear, concise, timely, and accurate regarding the existing situation, actions being taken by the authorities, and actions to be taken by the affected populations.
2. Every effort will be made to prevent and counter rumors and inaccuracies.
3. Office of the Governor's Communications Directorate, in coordination with VITEMA's Public Information Office, is responsible for all ESF 15 administrative, managerial, planning, preparedness, response, and recovery activities.
4. When requested by the Director of Communications, public-information, public-relations, and/or public-affairs personnel from local agencies and departments will be made available to augment ESF 15's efforts to address the non-English-speaking and functional-needs populations.

B. Notification Systems

1. VI ALERT
 - a. VI-Alert is the Virgin Islands all-hazards alert and notification system.
 - b. Individuals must register in VI-ALERT in order to receive emergency notifications.
 - c. VI-Alert issues critical emergency related information including instructions and recommended protective actions developed in real-time by emergency services agencies.
 - d. Notification is accomplished through various communications systems including email, cell phone, landline, fax and web postings.
 - e. The information provided includes severe weather warnings, significant road closures, hazardous materials spills, and other emergency conditions.

- f. Additionally, VI-Alert issues, through alerts and press releases, information regarding response actions being taken by Cabinet Agencies and protective actions that should be taken to protect individuals, families and properties.
 - g. Text-to-speech and audio recording is also built into the system to meet American with Disabilities Act requirements.
- 2. All-Hazards Siren Warning System.
 - a. General
 - i. The siren system is made up of sirens located on St. Croix, St. John, St. Thomas, and Water Island (procurement initiated)
 - ii. The system is set up to notify people who are outside of buildings
 - iii. The system alerts the public using tones, pre-recorded voice messages, and actual voice messages
 - iv. The All-Hazards Siren Warning System includes 24 sirens placed along USVI coastlines. The system was developed primarily for no-notice or short notice events such as a tsunami.
 - b. System configuration
 - i. Tsunami
 - ii. Hurricane
 - iii. Flash Flood
 - iv. Curfew
 - v. Hazardous
 - vi. All Clear
 - vii. Public Address
 - c. System testing
 - i. Silent testing conducted once a month
 - ii. Live testing to be conducted once a month using one of the preprogramed alerts on a rotating basis
 - iii. During exercises as appropriate
 - d. Siren Activation
 - i. The All-Hazards Warning System is activated by VITEMA's 911 Emergency Communications Centers (ECC).
 - ii. Each 911 ECC has the capability to activate the entire territorial siren system or selected sirens as needed.
 - iii. The first 911 ECC to receive a tsunami warning through the National Warning System or from the Pacific Tsunami Warning Center (PTWC) will immediately activate the siren system for the areas identified in the

warning message. Once the sirens are activated the 911 ECC will implement their call down procedures.

3. Integrated Public Alert and Warning System (IPAWS)

- a. IPAWS is a modernization and integration of the nation's alert and warning infrastructure.
- b. IPAWS provides an effective way to alert and warn the public about serious emergencies using the Emergency Alert System (EAS), Wireless Emergency Alerts (WEA), the National Oceanic and Atmospheric Administration (NOAA) Weather Radio, and other public alerting systems from a single interface.
- c. VITEMA will test the EAS thru IPAWS once a month.

4. Wireless Emergency Alert System:

- a. WEA is a public safety system that allows customers who own certain wireless phones and other enabled mobile devices to receive geographically-targeted, text-like messages alerting them of imminent threats to safety in their area.
- b. The technology ensures that emergency alerts will not get stuck in highly congested areas, which can happen with standard mobile voice and texting services.
- c. WEA enables government officials to target emergency alerts to specific geographic areas through cell towers that broadcast the emergency alerts for reception by WEA-enabled mobile devices.

5. Emergency Alert System:

- a. The Emergency Alert System is a national public warning system that requires TV and radio broadcasters, cable television systems, wireless cable systems, satellite digital audio radio service providers, direct broadcast satellite service providers and wireline video service providers to offer to the President the communications capability to address the American public during a national emergency.
- b. The system also may be used by state and local authorities to deliver important emergency information such as AMBER (missing children) alerts and emergency weather information targeted to a specific area.
- c. In the USVI, VITEMA has the ability to issue life safety alerts through EAS.
- d. VITEMA will conduct Required Monthly Tests (RMT) of the EAS on different days and at different times each month.

6. Joint Information Center (JIC)

- a. JIC is a physical location where the coordination and dissemination of information for the public and media during an incident are managed.
- b. JICs may be established locally, regionally, or nationally depending on the size and magnitude of an incident.
- c. In the event of incidents requiring a coordinated Federal response, JICs are established to coordinate Federal, State, tribal, local, and private-sector incident communications with the public.
- d. The JIC staff facilitates dissemination of accurate, consistent, accessible, and timely public information to numerous audiences.

C. Information Flow

- a. Information obtained in the field, or from other sources, is made available to VITEMA as soon as possible.
- b. In the event an EOC is not activated, either the St. Croix or St. Thomas VITEMA office will receive information from sources throughout the Territory and pass it on to the appropriate EOC Manager. The EOC Manager, in accordance with SOPs, records and notifies the VITEMA Deputy Director of Operations. VITEMA will notify Territorial agencies, ESFs, and volunteer groups as required for further action.
- c. When an EOC is activated, the Operations Section will receive and disseminate the information in accordance with the EOC SOP. The information will flow from and internally between various sources including ESFs, Territorial agencies, WebEOC and personnel in the field.

D. External Affairs

- a. Territorial officials also must communicate public information regarding incidents.
- b. It is essential that immediately following the onset of an incident, the territorial government ensures that:
 - i. Information about where to receive help is immediately communicated to the community.
 - ii. Communication lines with the media are open, questions receive prompt responses, and false rumors are refuted before they spread.
- c. ESF 15 unifies external affairs to support an incident requiring a coordinated response.
 - i. In accordance with the TEOP, the Director of Communications for the Office of the Governor serves as Emergency Support Function 15 Director.
 - ii. The ESF 15 Director oversees all external affairs activities for disasters

and major incidents requiring a coordinated response.

- d. In order to coordinate the release of life safety information and other external affairs functions, the ESF 15 Director must establish a Joint Information System (JIS).
 - i. The ESF 15 Director, in consultation with the Incident Commander, will designate the PIO while maintaining control of the overall strategic communications objective.
 - ii. However, the ESF 15 Director also may assume the role of PIO.

E. Communication Systems

1. Territorial agencies operate on a trunked radio system with six channels allowing communications between St. Thomas and St. John, and St. Thomas and St. Croix.
 - a. The territory has begun to expand the trunked system which includes adding four more channels for a total of ten and adding additional tower sites.
2. VITEMA's three (3) EOCs are equipped with a portable satellite phone and VSAT satellite system provided and maintained by FEMA.
3. The St. Thomas and St. Croix VITEMA offices have a Mobile Emergency Operations Center (MEOC) Vehicle that is equipped with the following communications systems.
 - a. The satellite system supports communication and internet service
 - b. Day and night surveillance camera system for monitoring large scale events.
 - c. ACU 1000 radios that allows for interoperability among Federal and Territorial agencies.
4. The territory has five (5) suburban communication vehicles with the following capabilities.
 - a. VITEMA has two (2) vehicles on St. Thomas and one (1) on ST. Croix
 - b. VIPD has one (1) vehicle located on St. Thomas.
 - c. VIFS has two (2) vehicles - one on St. Thomas and one on St. Croix
 - d. Each vehicle is equipped with:
 - i. ACU 1000 radio that allows for interoperability communication among Federal and Territorial agencies.
 - ii. Trunked radio system.
 - iii. High Frequency radio.
 - iv. Ham Radio.
 - v. Mobile/fixed surveillance camera.

5. The Bureau of information Technology (BIT) supplies information technology and services to the Territorial government agencies.
 - a. BIT currently provides internet connectivity to both government and private agencies
 - b. BIT also has oversight of the territory's trunked radio system.
6. The following agencies have satellite telephone capability.
 - a. Government House
 - b. VITEMA
 - c. Department of Health
 - d. VIPA Police
 - e. Department of Tourism
 - f. American Red Cross

Administration, Finance, and Logistics

A. General

1. A large scale emergency or disaster will place great demands on the resources of the Territory.
2. Distribution of required resources may be made more difficult by the emergency itself.
3. Volunteer organizations provide an excellent resource to support logistical and administrative disaster response and recovery.
4. Coordination between Territory and district EOCs is essential for an effective logistical and administrative response.
5. The Territorial agencies will conduct administrative procedures in accordance with existing laws, rules and regulations.

B. Administration

1. Documentation
 - a. WebEOC will be the primary tool for the EOCs to document actions taken during both the response and recovery phases of a disaster.
 - i. In the event WebEOC is not available or operational the following forms and logs at the minimum will be used.

1. ICS 203 – Organizational Assignment List
2. ICS 205 - Incident Communications Plan
3. ICS 214 – Activity Log
4. ICS 215 – Operational Planning Worksheet

2. After Action Report

- a. Whenever an EOC is activated there needs to be a process for evaluating EOC and field operations. This process helps to identify areas needing improvement, including personnel and staffing, facilities, equipment, communications, procedures, and training.
- b. Thoughts, ideas and recommendations will be solicited from each EOC staff member to assist in identifying specific areas that can be improved to provide faster and more effective service to the citizens of the territory during emergency and disaster operations. Primary ESF Agencies will collect input from their Support Agencies and submit a compilation of information gathered.
- c. Observations, issues and problems, positive and/or negative, are desired and should be submitted in a format similar to Attachment A.
- d. The evaluations and comments submitted to the Planning and Preparedness Division will be analyzed, collated, and used to prepare the Emergency Management After Action Report to the Director of VITEMA. When necessary, critique sessions may be held to discuss topics submitted for the After Action Report. VITEMA staff will prepare and implement an Improvement Plan based on the After Action Report.

C. Finance

1. The U.S. Virgin Islands Public Assistance State Administrative Plan outlines programmatic and financial operational processes for the territory.
2. Territory
 - a. Agencies will fund emergency operations from existing agency accounts.
 - b. If the Governor signs a State of Emergency Executive Order, it may include an authorization for reimbursement of emergency expenditures from the Disaster Contingency Fund maintained by the Commissioner of Finance.
 - c. If the emergency results in a Presidential Declaration, Federal funds administered by FEMA will become available.
 - i. The Territory is normally required to provide 25% of all expenditures.
 - d. Agencies will conduct and account for expenditures of Territorial funds for emergency operations in accordance with USVI laws and regulations and their records are subject to audit.

- e. Using emergency powers, the Governor may mobilize all available resources of the Territorial government as necessary to cope with the emergency.
 - f. Territorial agencies/departments are responsible for the collection, reporting and maintenance of records of obligation and expenditures incurred during a response to an emergency or disaster situation. These records will serve as a database in assessing the need and preparation of requests for Federal assistance.
3. Federal
- a. Federal funds made available to the Territory pursuant to an emergency or disaster program will be, to the extent provided by law, channeled through the Governor or designated representative.
 - b. Use of Federal funds is subject to audit and verification by Territorial and Federal auditors.
 - c. Territorial agencies and departments will establish systems to report on and account for any public funds used for emergency or disaster purposes.
4. For FEMA Public Assistance reimbursements, the Department of Finance works with VITEMA to collect relevant documentation including ICS 214 forms, concise check history reports, invoices, receipts and work logs in order to compile the FEMA Project Worksheet (PW). All of the Territories documentation procedures follow the most current FEMA guidance to ensure maximum reimbursement of Territory expenditures.
5. Extreme care and attention to detail must be taken throughout the emergency response period to maintain logs and formal records, and file copies of all expenditures (including personnel time sheets) in order to provide clear and reasonable accountability and justification for future reimbursement requests. Reimbursement is NOT an automatic “given”, so, as much deliberative prudence as time and circumstances allow should be used.
6. After the issuance of a local disaster declaration, mutual aid assistance shall be documented according to the FEMA reimbursement documentation process in anticipation of Territory/Federal disaster declarations.
7. All records relating to the allocation and disbursement of funds pertaining to activities and elements covered in this plan must be maintained, as applicable, in compliance with:
- a. The Code of Federal Regulations–Title 44 Emergency Management and Assistance (CFR 44); relevant Circulars and Federal Statutes, in a manner consistent with provisions of the Federal Stafford Act.
 - b. Department of Finance policies and procedures.

- c. The Public Assistance Policy Digest, Federal Emergency Management Agency, provides policies and procedures for the Public Assistance Program.

D. Logistics

1. General

- a. Initial priority for the distribution of supplies is to food, water and medication. Additional requirements will be identified and resources provided as soon as possible.

- b.

2. Resource Gaps

- a. Ability to house, feed and support responders from outside of the territory.
- b. Trained and equipped HAZMAT response teams.
- c. Trained and equipped search and rescue teams.
- d. Trained and equipped water rescue teams.

3. Resource Mitigation efforts

- a. The shortfall of search and rescue, water rescue, and HAZMAT teams are identified on the Territories Threat and Hazard Identification and Risk Assessment (THIRA) and State Preparedness Report (SPR).
- b. The Territory continues to pursue opportunities to send personnel to HAZMAT, search and rescue, and water rescue training.

4. Pre-Existing Emergency Contracts

- a. The Water and Power Authority (WAPA) maintains contracts for emergency line crews and equipment for the restoration of electrical transmission lines and distribution systems.
- b. Department of Property and Procurement maintain emergency contracts for the following products and services.
 - i. Ice (STX)
 - ii. Bottled Water
 - iii. Generator Maintenance
 - iv. Road Clearance
 - v. Roof Repair
 - vi. Debris Removal

Plan Development and Maintenance

- 1. The VITEMA Deputy Director for Planning and Preparedness is responsible for ensuring

that the Virgin Islands Territorial Emergency Operations Plan (TEOP) is maintained and updated.

2. Virgin Islands departments and agencies identified as ESF Coordinating Agencies in the TEOP are responsible for maintaining their respective ESF Annex in coordination with VITEMA and their ESF Team.
3. The process used to develop and maintain the Virgin Islands TEOP will be based on nationally recognized emergency planning principles and best practices.
4. The TEOP is designed to be a flexible, dynamic document subject to revision, as appropriate.
5. Revisions may result from a variety of causes such as:
 - a. New procedures, policies or technologies
 - b. Lessons learned from an actual event or exercise
 - c. Feedback during training or case study review
 - d. To accommodate new organizations, organizational structures, or systems
6. Major revisions are considered revisions which significantly alter or establish new policy and will be approved by the VITEMA Director and EMHS Council.
7. The VITEMA Deputy Director for Planning and Preparedness will coordinate a review of the TEOP annually and incorporate suggestions and changes from the EMHS Council as needed.
8. New versions of the TEOP will be disseminated to all stakeholders and the current version will always be posted on VITEMA's public website.
9. The VITEMA Deputy Director of Planning and Preparedness in coordination with the VITEMA Director will regularly conduct training and exercises to ensure that VITEMA staff, key stakeholders, and partners are familiar with the TEOP.
10. Exercise records will be kept by VITEMA.
11. Improvement Plan(s) and After Action Report(s) will be developed and kept on file following each exercise.
 - a. To be used for future improvements and updates to the TEOP.
 - b. To help improve processes and procedures.

Authorities and References

V. I. Code, Title 23, the VITEMA Act (5233) of 1986

VI Emergency Management Act of 2009

National Response Framework (NRF), 3rd Ed, June 2016

National Protection Framework, 2nd Ed, June 2016

National Prevention Framework, 2nd Ed, June 2016

National Mitigation Framework, 2nd Ed, June 2016

Homeland Security Presidential Directive-5 (HSPD-5), Management of Domestic Incidents, February 28, 2003

HSPD – 8

National Incident Management System (NIMS)

Homeland Security Act of 2001

Robert T. Stafford Disaster Relief and Emergency Assistance Act

Comprehensive Planning Guide (CPG) 101 Version 2

Post Katrina Emergency Management Reform Act of 2006, Public Law 109-295.

Pet Evacuation and Transportation Standards Act of 2006, Public Law 109-308.

The Code of Federal Regulations, Title 44, Chapter 1, Federal Emergency Management Agency, October 1, 2007.

National Security Presidential Directive 51/ Homeland Security Presidential Directive 20, *National Continuity Policy*, May 4, 2007.

2014 Virgin Islands Territorial Hazard Mitigation Plan

FEMA RII Hurricane Annex for Puerto Rico & U.S. Virgin Islands, October 20, 2014

Acronyms and Terms

Acronyms	
AAR	After Action Report
ARC	American Red Cross
CFR	Code of Federal Regulations
CIKR	Critical Infrastructure and Key Resources
COOP	Continuity of Operations
CST	Civil Support Team
DHS	United States Department of Homeland Security
EAS	Emergency Alert System
EMHS Council	Emergency Management Homeland Security Council
EMS	Emergency Medical Services
EO	Executive Order
EOC	Emergency Operations Center
EOP	Emergency Operations Plan or Procedures
ESF	Emergency Support Function
ETA	Estimated Time of Arrival
FAR	Finance, Administration and Recovery
FEMA	Federal Emergency Management Agency
GAR	Governor's Authorized Representative
GIS	Geographic Information Systems
HAZMAT	Hazardous Materials
IAP	Incident Action Plan
IC	Incident Command
ICS	Incident Command System
IPAWS	Integrated Public Alert and Warning System
ISB	Incident Support Base
JFO	Joint Field Office
JIC	Joint Information Center
LSA	Logistical Staging Area
LPG	Liquefied Petroleum Gas
MOA	Memorandum of Agreement
MOU	Memorandum of Understanding
NGO	Non-Governmental Organization
NIMS	National Incident Management System
NOAA	National Oceanic and Atmospheric Administration
NRF	National Response Framework
NWS	National Weather Service
PDA	Preliminary Damage Assessment

Acronyms	
PIO	Public Information Officer
POD	Points of Distribution
RMT	Required Monthly Test
SME	Subject Matter Expert
SOP(s)	Standard Operating Procedure(s)
SPR	State Preparedness Report
STJ	St. John
STT	St. Thomas
STX	St. Croix
TBP	To Be Published
THIRA	Threat and Hazard Identification and Risk Assessment
VDMT	Volunteer Donations Management Team
VITEMA	Virgin Islands Territorial Emergency Management Agency
VOAD	Voluntary Organization Active in Disasters
WAPA	Water and Power Authority
WMD	Weapons of Mass Destruction

Table 1 – Emergency Support Functions Responsibilities Assignments

Territorial Agencies/ other organizations	Basic Plan	ESF 1	ESF 2	ESF 3	ESF 4	ESF 5	ESF 6	ESF 7	ESF 8	ESF 9	ESF 10	ESF 11	ESF 12	ESF 13	ESF 15
Office of the Governor															P
VITEMA	P		S			P									S
Bureau of Corrections		S												S	
Bureau of Economic Research															S
Bureau of Information and Technology			P												S
Bureau of Internal Revenue							S	S							S
Bureau of Motor Vehicles														S	
Dept. of Agriculture		S						S				P			
Dept. of Education		S					S	S							S
Dept. of Finance								S							
Dept. of Health		S						S	P						S
Dept. of Human Services		S					P	S							S
Dept. of Justice									S					S	S
Dept. of Labor								S							
Dept. of Licensing and Consumer Affairs									S			S			S
Dept. of Planning and Natural Resources		S		S							P				S

Territorial Agencies/ other organizations	Basic Plan	ESF 1	ESF 2	ESF 3	ESF 4	ESF 5	ESF 6	ESF 7	ESF 8	ESF 9	ESF 10	ESF 11	ESF 12	ESF 13	ESF 15
Dept. of Property and Procurement		P						P							S
Dept. of Public Works		S		P				S							S
Dept. of Sports, Parks & Recreation		S		S											
Dept. of Tourism							S								
Division of Personnel								S							
Juan Luis Hospital									S						
Law Enforcement Planning Commission															
Legislature of the Virgin Islands (LEGIT)			S											S	S
Office of Collective Bargaining															
Office of Management and Budget								S							
Schneider Medical Center									S						S
Superior Court														S	
Supreme Court														S	
University of the Virgin Islands															S
Veterans Affairs									S						
VI Bureau of Audit and Control															
VI Energy Office		S						S					P		
VI Fire Services			S		P					P					

Territorial Agencies/ other organizations	Basic Plan	ESF 1	ESF 2	ESF 3	ESF 4	ESF 5	ESF 6	ESF 7	ESF 8	ESF 9	ESF 10	ESF 11	ESF 12	ESF 13	ESF 15
VI Housing Authority							S								S
VI Housing Finance Authority							S								S
VI Lottery															
VI National Guard		S	S												S
VI Police Department		S	S		S									P	S
VI Port Authority		S			S									S	
VI Rescue Squads									S	S					
VI Taxi Cab Commission		S													
VI Waste Management Agency				S											S
VI Water and Power Authority				S									P		S
West Indian Co Limited															S
Innovative Corporation			S												
WTJX			S												S
Radio Amateur Civil Services (RACES)			S												
VOAD							S		S						
American Red Cross		S					S		S						S
Ferry Operators		S													
VI Hotel Association							S								
Civil Air Patrol		S	S							S					

Table 2 – Succession of Authority

Function	Succession of Authority
Territorial Governance	
ESF-1 Transportation	Department of Property and Procurement 1. Commissioner 2. Assistant Commissioner 3. ESF Coordinator
ESF-2 Communication	VITEMA 1. Director 2. Assistant Director 3. Deputy Director Operations 4. Deputy Director Planning & Preparedness
ESF-3 Public Works and Engineering	Department of Public Works 1. Commissioner 2. Assistant Commissioner - Administration 3. Assistant Commissioner - Engineering 4. Assistant Commissioner - Operations 5. ESF Coordinator
ESF-4 Firefighting	VI Fire Services 1. Director 2. Chief 3. Deputy Chief 5. ESF Coordinator
ESF-5 Emergency Management	VITEMA 1. Director 2. Assistant Director 3. Deputy Director Operations 4. Deputy Director Planning & Preparedness
ESF-6 Mass Care, Emergency Assistance, Housing, and Human Services	Department of Human Services 1. Commissioner 2. Assistant Commissioner 3. ESF Coordinator
ESF-7 Logistics Management and Resource Support	Department of Property and Procurement 1. Commissioner 2. Assistant Commissioner 3. ESF Coordinator
ESF-8 Public Health and Medical Support	Department of Health 1. Commissioner 2. Assistant Commissioner 3. ESF Coordinator
ESF-9 Search and Rescue	VI Fire Services VI Fire Services 1. Director 2. Chief 3. Deputy Chief 5. ESF Coordinator

ESF-10 Oil and Hazardous Materials Response	Department of Planning and Natural Resources 1. Commissioner 2. Director 3. ESF Coordinator
ESF-11 Agriculture and Natural Resources	Department of Agriculture 1. Commissioner 2. Assistant Commissioner 3. Deputy Commissioner
ESF-12 Energy	Water and Power Authority 1. Executive Director/CEO 2. Director – Special Projects 3. ESF Coordinator
ESF-13 Public safety and Security	VI Police Department 1. Commissioner 2. Deputy Commissioner 3. Chief 4. Deputy Chief 5. ESF Coordinator
ESF-14 Long-Term Community Recovery	VITEMA 1. Director 2. Assistant Director 3. Deputy Director Operations 4. Deputy Director Planning & Preparedness
ESF-15 External Affairs	Governor's Office 1. Director of Communications 2. Deputy Director of Communications 3. VITEMA PIO

Attachment A - After Action Report

Name:	Location:
Position:	Agency:
Telephone Number:	
Job Title:	
Email:	

Please list three things that you felt went well during the activation period.
1.
2.
3.
Please list three things that you felt could be improved upon during the activation period.
1.
2.
3.

Recommendations:
Remarks/comments:

Attachment B – Memorandums of Understanding, Memorandums of Agreements, and other agreements

(TBP)